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Method of Arriving at a Case Load Figure

VERNE WEED, *District Secretary*

Connecticut Children's Aid Society, Hartford, Connecticut

HOW large a case load can a worker carry and give adequate service? This recurrent question has been raised with increasing insistence as staff shortages threaten existing standards. The Connecticut Children's Aid Society tried to arrive at a case load figure when its problems became pressing. Generally, supervisors have tended to operate on the assumption that workers under the pressure of a given amount of work need help with how to make most efficient use of their time. However, neither the case worker nor the supervisor has been too clear as to what the service demands in time and what adjustments and planning have to be made when the job becomes clearly overburdened. It seemed urgent to us to try to arrive at an understanding of the amount of time that is essential for each case in order to maintain what seemed to the agency

minimal case work standards. (I will not try to define these standards in this paper.) The following statement describes a method of arriving at how much time is needed for a particular job in a particular service, and based on this, the number of cases which a case worker can be expected to carry in a given work week.

Our agency offers foster home placement service to parents who choose to use the agency, parents who are able and willing to carry responsibilities involved in their working with the agency on a constructive plan for their child. By and large the service is a case

work service for parents who are unable to be full time parents to their children for psychological reasons, rather than to parents who need care only because some external circumstance forced them to consider placement. The agency also accepts from the court a limited number of children who are too disturbed to benefit by the

public care available for neglected children, but not sufficiently difficult to warrant commitment to correctional institutions for delinquents. The agency also maintains an adoption service.

Within this paper, I will not consider the pros and cons of what an agency can rightly ask of staff, nor what a professional worker should expect of herself, when the amount of work needing to be done is larger than can be done within a given work week. Various adjustments may be made

by an agency under such circumstances. To mention a few: An agency may choose to modify its standards, and may well need to do so, depending on its service and that of other agencies in the community. It may be able to develop new ways of maintaining the same service in less time, or it may ask of its staff, or the workers may ask of themselves, more than can be carried in any specified period of time. This paper concerns itself with a method for determining how many cases a worker can carry within a given work week and remain responsible for given case work standards. This is not to imply that a similar quality of service

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could not be achieved in less time since we would hope to continue to find such ways. It is merely a *method* which this agency saw as possible for arriving currently at the number of cases workers can carry in a specified period of time.

In a field which does not deal in tangible units of production but in a service given through a person-to-person relationship, it may seem artificial or impossible to try to arrive at how much time this process (case work) takes. Actually as the staff worked on the job analysis there was fairly general agreement as to how much time had been used, or was needed for a specific process, even though the workers varied in their use of time. The results of this analysis were based upon an analysis by each worker of her job, discussions with her supervisor, staff discussions, and deliberations by executive and supervisors.

Time for Interviewing

We arrived first at an estimate of how much time it was possible to allow for interviewing by subtracting from the total work week of $36\frac{1}{2}$ hours time which the staff averaged on the fixed non-interviewing duties. Some adjustments in practice, such as reducing conference time from two hours to one and one-half hours, were found necessary.

Time Spent on Duties Other Than Interviewing

Conference with supervisor	1½ hours
Office work and dictation	11 "
Staff meetings	1½ "
Driving time	9 "
(Arrived at by dividing monthly mileage by 30 miles per hour.)	
Interviewing time	13½ "
Total work week	36½ "

We then estimated the number of cases which could be carried within this block of interviewing time total (per week $36\frac{1}{2}$) partly by examining the time demands of the current case load and partly on the basis of past experience in our particular kind of job. The workers estimate an interview as averaging an hour. (Some short cuts were worked out in the course of the analysis and there was certainly agreement that we needed to be constantly aware of further ways of using our time more effectively. Also, following this study, and because of staff shortage, the agency adopted a forty-hour week.) In view of specialization in staff, analyses were made by intake worker, baby worker, adoption worker, and workers carrying an undifferentiated case load. All of the workers approached the analysis somewhat differently. As examples, I will give the analysis of the baby worker, adoption worker and that of the worker carrying an undifferentiated case load.

The analysis of time required by workers carrying unmarried mothers and their babies in placement which will terminate in baby going home or to adoption covers a six months period.

Number of Contacts Necessary for One Unmarried Mother

Transfer from intake worker just before, or at, placement	1
Office visit within two weeks of placement	1
Office visits at intervals of 6 weeks for 3 months	2
Office visit to discuss findings of tests and court procedure	1
Office visit for getting release papers	1
	6

This is a minimum of contact, when a mother is quite clear that she wants adoption.

Contact with probate court on guardianship proceedings 1

Number of Contacts Necessary for One Baby with Baby or Foster Mother

Placement involving a trip to the doctor	1
Return visit within two weeks	1
Return visit to the doctor one month after placement	1
Visits at intervals of 6 weeks for 3 months	2
Psychological test	1
Pre-adoption physical examination	1
Visit alone with the baby with some time preparing foster mother for child's moving to adoption home	1
Baby into office to meet adoption worker, to meet new family, and move to adoption home	3
	11
Total	18

Over a six months period, there is an average of one contact per month with the mother and almost two with the baby or foster mother. With the baby and mother needing care for a more extended period, the contact would average with mother, foster mother, and baby, about once every five weeks until plans were ready for child to go home or to adoption. In other words, for a baby going on to adoption promptly, there would need to be an average of almost three contacts per month. With the baby staying on in care longer, there would need to be less than two a month until the period of increased activity in the month in preparation for his leaving care to go to his own or adoption home.

The worker also carries foster home studies, and computed the interviewing time as follows:

Number of Contacts Necessary for One Foster Home Study

Office visits with prospective foster mother, and with both foster parents	2
Home visits	1-2
Visits to references, doctor and one or two others	2
Remainder by telephone or letter	
Home visit made when decision is given in regard to use of home	1
	6-7

In addition, this worker estimated from previous experience, six first interviews were needed to find two baby homes which would result in approval. Workers doing home studies for other than temporary baby homes estimated the same number of contacts for approval. The ratio of usable homes, however, was one out of four first interviews as estimated from one year's experience. Applications resulting from special foster home campaigns do not yield as high a percentage of usable homes. In other words, previous experience indicated that 16 hours per month spent in home studies yield two usable homes. However, at present both the number of applicants and their quality is such that 12 hours per month per worker in home studies seems to be sufficient for us to complete studies promptly, and to secure a regular supply of new homes. Of the 58 homes estimated as available for interviewing 46 hours are left to be spent with babies, foster mothers, and own mothers. Since about one-half of our case load seems to be one where the baby could move on promptly, given sufficient time for case work help, and since the other half of the case load required more time in care (i.e. 6 months to 1½ years) an average of two and a half contacts per month seemed possible. This would mean that a case worker could give service to about 18 babies (2.5 divided into 46). It was found that by and large when less time per month was spent on these situations the babies moved on more slowly to adoption or to their own homes, that is, in the end the case worker's time was not saved and the agency spent more on board money and other expenditures incidental to the care of the child.

Analysis of Time Required by Adoption Case Load Interviews

To study a home, and place a child in it with adoptive parents through approval (2-3 of these are office interviews)	4
With references	3
With adoptive parents at placement (to tell family about child, adopting parents' visit with child and placement)	3
With child (prior to placement)	2-3
	12-13
After placement, to supervise and complete the adoption.	
In probationary year	4-5
With court (for interlocutory and final decree)	2
Follow-up psychological test	1
	7-8
Total for study and supervision	19-21 contacts

Since home studies do not result in placement, we added about 95 to 100 interviews a year to allow for those which are closed or withdrawn by applicants, or 8 per month.

Furthermore, because this agency does adoption on a state-wide basis we estimated an additional five hours per month necessary for extra travel and correspondence. Adding to this five hours the eight hours for interviews with applicants that end in withdrawal or closing of applications, 45 hours per month are left for work with parents, foster parents and child. We estimated that during the course of a year, allowing for 19 to 21 interviews for placement, study and supervision, worker could place between 20 and 24 children. This would mean a case load of about 24, with two babies going into adoption homes and two adoptions being completed per month and homes being approved at about this rate of placement.

Analysis of Undifferentiated Case Load

Estimated time per year for one child with little problem, in care more than 6 mo. and not leaving care within 6 mo.	18 hours or 1½ per mo.
With child and foster parent	12 " " 1 " "
With parent	6 " " ½ " "
Estimated time per year for one disturbed child (i.e., child going to Child Guidance Clinic)	36 " " 3 " "
With child and foster parent	30 " " 2½ " "
With parent	6 " " ½ " "
Estimated time per year for one child admitted at beginning of year	28 " " 2 " "
With child and foster parent	18 " " 1½ " "
With parent	10 " " 5/6 " "
Estimated time per year for child discharged at end of year	-25 " " -2 " "
With child and foster parent	15 " " 1¼ " "
With parent	10 " " 5/6 " "

Since the majority of our children are being given short-time care, and since we have few children settled in foster homes over an extended period, we would say that between two to three contacts per month are necessary with parent, child and foster parent, or an average of 2.5 with a case load of children in which the majority are either difficult, or coming in or going out of care in the same year. This averages about one contact with each parent, child and foster parent every five weeks, more time going in at the beginning and ending of the placement, and less in the middle period. If each of these children were one child in placement per family and one child in each foster home, and the case worker had 46 hours interviewing time per month for other than home studies, she could carry 19 children. However, with siblings in the case load, and more than one child to a foster home, the average that could be carried is estimated at 22 to 25. In the above analysis, estimates are not given for emergencies which it is assumed can be carried in addition to the usual responsibilities.

As a further check, however, workers are recording on monthly reports, both the number of interviews

and interviewing hours which can be taken into account along with figures of case load in assigning cases.

Conclusions

Two general conclusions emerged from our analysis of case loads. First, we were not serving our clients effectively when we gave much less time per case than is indicated in the analysis. The studies herein described reaffirmed our original conviction that we could give this service responsibly only if it were given as a case work service. Case work service for parent and child is as inherent a part of the placement service as is the use of the foster home. Giving too little time was uneconomical, even when not destructive, since children tended to remain in care longer than necessary. Enough time needs to be given to the parent if he is to use the agency's service to work out a constructive plan for his child's future. Enough time needs to be given the child to help him use the placement, live with the fact that his future is undecided, and then move into that future, whether it be going home, to adoption, or to long-time foster care with a degree of confidence. Foster parents need

enough of the worker's time to learn to carry their jobs as temporary foster parents most helpfully for the children.

Second, through making a time study we became more aware of what was actually involved in giving a professional service and in arriving at more economical ways of giving the service. Effective use of time should mean not only giving service to more people, but giving better service. Just as an allowance of too little time for each case is to be avoided so is too much time. If one interview will accomplish what two will, then one is not only minimal but all that is necessary.

It is to be expected that case workers will vary in their use of time and in their general efficiency. This statement presents some objective criteria for estimating approximate blocks of time necessary for assuring responsible service in boarding care and in adoption. It may serve as a basis for examining the all too frequent feelings on the part of case workers that they do not have enough time to do their job adequately. The use the agency makes of time is, of course, one factor in determining the kind of service offered.

Rhode Island Selects Child Welfare Workers

DOROTHY CARTWRIGHT PIEZ

Chief, Division of Examinations, Rhode Island Department of Civil Service

THE fundamental reason and purpose for the existence of a state personnel agency is to provide the state with competent personnel to perform the various governmental functions. Whenever no such agency exists, state positions are often filled via the channel of political patronage. Having recognized the weaknesses of the latter system, Rhode Island, in 1939, enacted a civil service law creating a department charged with the responsibility of maintaining a sound personnel program.

The Rhode Island Department of Civil Service consists of three major divisions, two of which carry responsibilities basic to the selection of well qualified workers. The Administration Division has very important functions relating to personnel records, certifications, salaries, and vacation and sick leave. The details of the operation of this division are beyond the scope of this paper.

Classification of Positions

The Classification Division of the State Civil Service Department is concerned with the establishment of classes of positions, the allocation of each position

to its proper class, and the maintenance of an equitable pay range for each class of position.

Class specifications, generally speaking, describe the position, the supervision received or exercised, and include detailed examples of duties. They further establish the minimum entrance requirements to the position in terms of experience and training. There is a close interrelationship between class specifications and examinations, for these specifications form the basis for examinations.

Recruiting—Applications

As has been previously indicated, the purpose of a public personnel agency is to provide the state with competent personnel. This purpose, then, is one of the prime responsibilities of the Examination Division, which through the selective process of examinations provides employment lists from which state personnel is appointed. But before an examination can be given and a list published, applications must be received. This immediately finds the division faced with the problem of recruitment. The recruiting process, as defined in the recent publication of the Civil Service

Assembly, "Recruiting Applicants For The Public Service," is that process through which suitable candidates are induced to compete for appointments to the public service. The problem of encouraging people to compete for appointment is always a difficult one, intensified now by the present manpower emergency situation. A general feeling prevails that persons working for government are apt to be incompetent. Civil service, with its security and freedom from political patronage, is relatively new among state governments, and the general public is loath to accept this new philosophy of government. The hangover of political patronage is a stumbling block in the path of recruitment. In the past, civil service agencies in the United States have approached recruitment from a negative point of view. It is not enough to have a mailing list, to post bulletins, to advertise in the newspapers. Rather, the Examination Division must seek out candidates and encourage them to file applications.

Announcement of Examination

About a year ago, the Rhode Island Department of Civil Service announced, on a nation-wide basis, an examination for Administrator, Children's Services Division. The civil service law provides that the requirement of residence in Rhode Island may be waived for professional positions where recruitment within the State is inadequate. From the start, every effort was made to attract attention to this examination. For one thing, an attempt was made to break from the old stereotyped form of announcement. A special format was designed, consisting of an attractively drawn map of the State of Rhode Island, with space to note the title of the examination and general comments on privileges enjoyed by persons having civil service status. Attached was a printed announcement, explaining application procedure and, revealing interesting facts about the job.

Meanwhile, approximately one hundred letters had been sent to key people in the field of child welfare throughout the nation, informing them of the coming examination and describing in general the child welfare program in Rhode Island. These letters asked for names of persons who might be interested in such an examination. The results were indeed gratifying as many persons were suggested to the Department, one of whom eventually was appointed to the position. Following the publication of the announcement, approximately one thousand copies were distributed throughout the nation, and each person whose name had been previously submitted to the Department received a letter calling his attention to the examina-

tion, together with a copy of the announcement and all application material. (While this latter point may seem a minor one, nevertheless, human nature being what it is, if the potential candidate has the application at hand, he is more apt to fill it out and mail it.) As a result of these endeavors to recruit qualified candidates for this important position in the field of child welfare, the Department of Civil Service received one hundred and two applications. These applications came from twenty-seven states. To reiterate then, the first step in the selective process is to develop a positive program of recruitment which will appeal to the imagination and attract the interest of properly qualified candidates.

Examination of Candidates

The tool which insures an employment list that ranks these candidates in order of merit is the examination. The first technical consideration is the number of examination phases necessary. In the field of child welfare it has been our policy to consider the following three phases: experience and training rating, written test, and oral interview. The study of a class specification indicates which phases will best select candidates for a given position. The weights given to each phase employed vary in accordance with the complexity of the position. For example, in the examination for Administrator, Children's Services Division, all three phases indicated above were employed.

Evaluation of Experience and Training

The evaluation of experience and training, where this phase is to be included, must be objective, exact, and impartial. It should be clearly reviewable so that the candidates can be shown how the numerical score was obtained when they come in to review their papers after the employment list has been published. Evaluating experience and training and translating that evaluation into a numeric score presents numerous problems. The first problem is the relative importance of experience and of training in relation to the particular position. In general, experience is usually emphasized much more than training when recruiting for high-level, administrative positions. Training (formal education), while almost never outweighing experience, is usually much more emphasized at the entering level. Considering experience alone for the moment, the need for objectivity led to the establishment of a series of curves. The measuring instrument takes the shape of a curve because of the fact that during the first few years of employment a worker gains more from his experience than during

the later years on the same job. Within the series, the slope of these curves grows less steep as the responsibility and complexity of duties increases. It would be, for example, only proper to employ a slower rising curve for Administrator, Children's Services Division, than for a Social Worker (Child Welfare). Obviously, it requires a longer time to achieve a given degree of professional competence on the former job.

Following the establishment of these curves, rating keys are constructed to describe various levels of relevant experience. As an example, the experience rating key for Administrator, Children's Services Division follows:

ADMINISTRATOR, CHILDREN'S SERVICES DIVISION

EXPERIENCE RATING KEY

GRADE A:

Experience such as may have been gained through full-time paid employment in a highly responsible administrative capacity in a case work agency in developing an integrated program of child welfare and child caring services, and in directing a staff equipped to execute this program of children's services which includes: institutional care; foster family care; licensing and supervision of child care agencies, institutions, and foster homes; preventive services; protective services to children in their homes; and leadership in community planning.

GRADE B:

Experience such as may have been gained through full-time paid employment in a case work agency as the administrator of a program of services to children, which program must include two or more of the above-mentioned types of services.

GRADE B-1:

Experience such as may have been gained through full-time paid employment as a consultant on problems of child welfare to case work agencies offering at least three of the above-mentioned types of services to children.

GRADE C:

Experience such as may have been gained through full-time paid employment as the administrator of a children's agency whose services are limited to one of the above-mentioned types.

GRADE C-1:

Experience such as may have been gained through full-time paid employment in a responsible capacity as the supervisor of a professional staff engaged in carrying out a program of children's services through accepted case work methods.

GRADE C-2:

Experience such as may have been gained through full-time paid employment in a responsible administrative capacity in developing, directing, and executing a program of general public assistance, or other case work services.

GRADE D:

Experience such as may have been gained through full-time paid employment as a social worker in a case work agency giving services to children.

GRADE D-1:

Experience such as may have been gained through full-time paid employment in supervising a staff of social workers engaged in carrying out a program of general public assistance, or other case work services.

GRADE E:

Other full-time paid employment in the field of social work.

The positions held by each candidate, as presented in his application, are allocated to the proper grades of the rating key. (Unfortunately, for the purpose of allocating experience, class titles and duties vary widely in child welfare agencies.) While, in our terminology, there is only one "curve" for each key, actually each grade (from A-downward) on the key has its own form of the same "curve" with successively lower point readings. A numeric score for experience for each candidate is obtained by reading his experience, as allocated, in terms of years on this curve. A training key similar to the experience key specifies numerical points assigned for each increment of relevant formal education. Experience and training points are totaled to yield a score on this phase of the examination.

The Written Test

In Rhode Island, written tests are always used as one phase of an examination in the field of child welfare because through them one can most easily test a field of knowledge.

It has been our practice to rely on the objective or new type examination, including items such as true-false, multiple-choice, matching, etc. Many social workers have felt that essay questions are preferable. There are, however, several reasons why essay questions are used sparingly. In the first place, it should be remembered that an examination allows only a sampling of the applicant's field of knowledge. Within a reasonable time limit, the objective type test can sample a much wider area. This tends to increase the reliability of the test, and, quite obviously, provides a fairer index of a candidate's knowledge.

Determining Aptitude Form—Service Training

The majority of examinations administered in the field of child welfare have been for entering level positions. Because of the shortage of trained social workers, admission to this examination has been opened to college graduates. (Non-college graduates with some experience in child welfare would also be admitted.) However, the greater number of our candidates are recent college graduates. This immediately poses a difficult examination problem. It is obviously unfair to ask many questions dealing with the more complex and highly skilled techniques in child welfare work, and yet the successful candidates may be appointed as Social Workers (Child Welfare). It would seem that some type of aptitude test should be developed which would tend to select candidates

exhibiting some potentialities for social work. In the absence of any standardized aptitude test for social work, some effort was made in that direction in Rhode Island in a recent examination for the entering level position in child welfare. The written test was divided into three parts. Part A consisted of a standardized test, the purpose of which was to discriminate among candidates entirely on their ability to think and organize facts. Part B consisted of 100 true-false items on the principles of social case work, adoption and foster home placement. The time allowed for these 100 items was short because we were interested in obtaining candidates' immediate judgments. None of the questions were tricky in nature. Even though the candidate was expected to have no knowledge of child welfare techniques, he was required to discriminate between good and bad practice in order to ascertain his feeling about any given social situation. Part C consisted of sixty multiple-choice questions in the areas of case work techniques, terminology, child welfare problems (social, educational, economic, physical, and psychological), social work background (history and law), community organization, and case work situations involving knowledge of law and community agencies. This last section was incorporated to give those candidates who had studied independently or had possibly had some volunteer experience an opportunity to demonstrate some of the knowledge acquired. The time for this section of the test was sufficient to allow candidates to think through the choices given before making their selections.

To summarize, the purpose of this examination was to select from the candidates those most likely to profit by supervision and in-service training courses conducted by the Children's Services Division. Most successful candidates had the necessary academic background to be eligible for professional training.

Examination of Trained and Experienced Workers

In positions above the entering level, where persons presumably have had both experience and training, the content of an examination would differ. In the senior and case work supervisor levels, it is proper that the written test contain questions dealing with case work theory, practice, techniques, historical development, literature, and general community organization.

Rhode Island has followed the practice of having test material reviewed by recognized experts in the child welfare field before it is used in an actual examination. From a testing point of view, it would be desirable to arrive at norms for use in scoring by

administering the test to a large number of social workers of known competence. This, however, is obviously impossible in a civil service agency. The technique of scoring is beyond the scope of this paper, but one or two observations may be made. In the absence of established norms, there is no way of knowing until after the test has been scored whether the test is easy or difficult. It is the practice in Rhode Island to compute the mean and sigma, employing these statistical devices in establishing the pass mark. The raw scores are then transmuted to the final score on the written test.

Oral Interviews

Admittedly, written tests principally measure knowledge and ignore those personality factors so essential in the case work process. Therefore, in the field of child welfare examinations, the oral interview is employed to evaluate as objectively as possible those personality factors. It is difficult in these busy days to obtain the services of top-notch child welfare experts to conduct oral interviews. Without the services of such experts, an oral interview is of no value. Child welfare agencies, both local and national, have been most generous in making available to this department members of their staffs. Rhode Island has indeed been fortunate in obtaining the volunteer services of such experts as Margaret Reeves, Bertha C. Reynolds, Elizabeth and Karl De Schweinitz, to mention only a few. In those instances where an oral interview has not been included in the examination, it is because, quite understandably, it has not been possible to arrange for the services of three experts for the necessary period of time.

Need for Establishing Professional Qualifications and Standards

Through the means of the examination process described above, it is the intent of this department to seek out and obtain for the State the best qualified candidates available. The success of the examining process depends on the continuing cooperation of professional social workers in the establishment of professional standards, review of written tests, and conduct of oral interviews.

Civil service in Rhode Island and throughout the nation has a long way to go in this field, and can only progress through the active and dynamic interest shown by the professional body of social workers to the end that persons employed in the public child welfare fields will be selected through a thoughtfully developed program based on merit.

BULLETIN

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Henrietta L. Gordon, *Editor*

The Bulletin is in large measure a Forum for discussion in print of child welfare problems. Endorsement does not necessarily go with the printing of opinions expressed over a signature.

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If We Believe in Good Service

VARIOUS and repeated efforts have been made during the war by the staff of the Child Welfare League of America to encourage more adequate budgeting of two important items in foster care programs, i.e., salaries of child welfare workers and the board paid to foster mothers. Consequent recognition of the need for more money to thus strengthen existing services has restricted to some extent the drift of workers to other types of service and has offset the inclination of some foster mothers to quit caring for the children of others. *If we believe in good service* we will continue to urge increases in salaries and rates of board in both private and public agencies, wherever such increases have not been sufficient to sustain high standards of service.

It is urged that such economic provisions are basic to certain other necessary efforts such as the development of additional facilities for the training of workers and the popular recruitment of foster homes. Without a concurrent emphasis upon suitable salaries and adequate rates of board, any efforts to obtain skilled staff and enough foster homes may prove futile, if not hypocritical. It is like planning a vacation trip without setting aside funds for the cost of travel.

This is written one week after V-E Day and with post-war conditions already unfolding before us. Workers may remain scarce or may become painfully plentiful in industry, but it is clear that it will be some time before there will be enough social workers to supply agencies within the United States and also meet the demand for American social workers for service overseas. It is time, therefore, to guard against any relaxation of the efforts to bring child welfare salaries on a level consistent with the qualifications of the workers needed or the widespread inclination to scrutinize and revise the rates of board paid to foster mothers. References to child welfare salaries include salaries of workers in children's institutions, in some of which the conditions have been acute.

If we are seriously interested in obtaining professional service in the foster care and protection of children, and in the field of day care, we need to pay professional salaries. This may seem a platitude, but when the Child Welfare League makes studies or provides consultation to agencies with shortages in staff, too often the positions vacant carry salaries too low to attract competent workers. Then we find the agency with a salary schedule boosted high above its

pre-war schedule, but still unable to obtain the new workers it needs. Had we met the war with adequate salaries there would have been fewer such agencies now with acute shortages in staff. Money will not do all that is needed and the Child Welfare League is an ardent advocate for wider recruitment of workers, expansion and improvement of facilities for professional training, the use of modern media, especially the radio, for interpretation, and the organization of sustained and popular campaigns for foster homes.

The three publications through which the League has provided factual data for those interested in reviewing the salaries and qualifications of child welfare workers have been written by Ralph G. Hurlin, Director, Department of Statistics, Russell Sage Foundation, New York City. Two are pamphlets published by the Foundation:

Salaries and Qualifications of Child Welfare Workers in 1941, published in 1943, price 25 cents.

The Recent Trend of Salaries in Child Welfare Agencies, published in 1944, price 25 cents.

The other is an article in the League's Bulletin: Current Salary Quotations for Child Welfare Positions, January 1945.

These studies are recommended for post-war as well as wartime use.

The League's advocacy of adequate rates of board has included the following articles in the BULLETIN:

Budget Guide for Boarding Home Rates	March 1943
Computing Board Rates for Foster Home Care	February 1943
Comments on "Computing Board Rates"	April and May 1943
A Basis for Estimating Board Rates	March 1944
Board Rates Paid in New York State	October 1944
Board Rates for Babies	January 1945
Should More Be Spent for Child Care	January 1945
Costs of Care of a Child	January 1945
Cost Plus Service	March 1945

Large increases in board rates are now being considered in several communities. The need to compensate foster mothers for their services has been recognized during this war, as never before. When the decision to pay something for services of the foster mother is made there should be an up-to-date analysis of actual costs of a child's care in the community where he lives, rent and all incidentals being accounted for. We should not prolong the confusion whereby traditionally we have under-estimated the cost of caring for a child. The amount designated as compensation should thus be clearly identified and substantial.

This makes the foster mother much more a representative of the agency, another concept which has received serious consideration during the war. Whether she be deemed a "worker" or a "mother," her task is being recognized as one of the most essential among all those in which women are engaged, and that it is in the interests of child welfare that her contribution be dignified far more than heretofore.

Radical revision of many budgets still lies ahead *if we believe in good service*. Child care and protection have been undersold, in terms of their value to the community and their importance to the child. They cannot be too good.

—HOWARD W. HOPKIRK

An Itemized Guide for Board Rates to Foster Parents for the Care of Children

Adopted by the Committee on Relationships with Public Departments, Welfare Council of New York City, May 1945. Text written by Mary E. Boretz, Director, Foster Home Bureau of the Jewish Child Care Association of New York.

THE wide divergence in board rates paid for children in boarding homes and the empirical basis upon which these rates have been determined in the past have recently become matters of concern to the voluntary child placing agencies of New York City and the Department of Welfare. The confusion caused by these variations became even more apparent as data were gathered for use in applying to the city for increased allowances during the past two years. Conditions created by war, particularly the increased cost of living, further accentuated the problems of the board rate. According to the cost of living index of the Bureau of Labor Statistics, the total index has risen 27.3 per cent from March, 1940 to January, 1945. The increase in food is even higher.

In the fall of 1944, the Committee on Child Care of the Welfare Council charged with responsibility for the expansion of foster home facilities, requested the Committee on Relationships with Public Departments to inquire into the adequacy of the prevailing board rates and to determine, if possible, the relationship between these rates and the scarcity of foster homes. The Committee on Relationships with Public Departments was also called upon to draw up rates for use as a guide in paying foster parents.

In the preparation of this Guide, the Committee proceeded on the theory that the basis of computation of the board rate should be the cost of care to foster parents. Foster parents are, in the main, self-maintaining people of moderate incomes, whose standards of living offer proper safeguards in the development of the health and welfare of children. This is particularly important for dependent and neglected children, many of whom come from homes where they have been subjected to serious physical and emotional deprivation.

The Committee had the valuable assistance of the Budget Council of New York City, which advises the family service societies and the Department of Welfare on budgets for families receiving assistance. Half of the figures used are taken from the Budget Council's publication—"Budget Standards at Moderate Cost." Modifications were made where the experi-

ences of the boarding agencies indicated the need for them. Consideration was also given to the prevailing practices in other communities.

The Committee offers this Guide as representing an estimate of adequate costs of care to foster parents at the current cost of living. It should be revised periodically as costs change. While this schedule sets forth rates higher than those now paid by some agencies, it is nevertheless offered as a valid guide for budgets, while living costs remain at war time levels. Rates below this schedule at the present time might retard finding new foster homes and even make it difficult to retain those in use.

This Guide does not include the cost of medical care, clothing, transportation, special education and spending money allowance because these are usually paid for by the agency over and above the board rate. Furthermore, the Guide does not include a recommendation for payment to foster mothers for their services. Although this question is receiving a great deal of attention, agencies, in general, have not as yet reached a conviction as to whether this is a legitimate item of cost. In view of the fact that so many children are in need of short time service rather than long time care, and because so many present serious physical or behavior difficulties, this matter merits further consideration.

Differential Rates for Children of Different Ages

There was some question as to the age levels at which differentials should be set. Two important factors taken into consideration were: the administrative difficulties in having too many age variations and the ages at which foster mothers believe that variation is proper. Boarding agencies have found the greatest difficulty in placing infants, pre-school children and adolescents—the young children because of their need for constant care, and the older ones because of the increased cost of food and the difficulties of supervision. The following age groupings were accepted as practicable for this schedule.

Infants to 5 years
Boys and girls 6 to 12 years
Boys and girls 13 years and over

*Itemized Guide for Board Rates**

	Monthly Costs		
	Infants to 5 years	Boys and Girls 6-12 years	13 years and over
Food.....	\$13.00	\$17.00	\$21.00
Gas and electricity.....	1.00	1.00	1.00
Cleaning supplies and household replacements.....	1.90	1.90	1.90
Medicine chest supplied.....	.25	.25	.25
Laundry.....	1.50	1.50	1.50
<i>Based on agency experience:</i>			
Rent including heat.....	10.00	10.00	10.00
Personal incidentals.....	1.00	1.00	1.00
Social and educational activities.....	.50	.75	1.00
Unallocated allowance.....	6.00	6.00	6.00
Special allowance for infants and pre-school children.....	5.00
Total, regular rate monthly.....	\$40.15	\$39.40	\$43.65
Extra allowance for children with special problems.....	5.00	5.00	5.00
Total, special rate monthly.....	\$45.15	\$44.40	\$48.65

* Based on estimated costs and present practice of placement agencies.

Items Included in the Guide

Food. These figures are based on foods at moderate cost which supply the nutritive requirements of children and adults in accordance with generally accepted standards. Prices used are those collected by the New York Budget Council in January, 1945.

Cleaning supplies and household replacements. This item is based on general household needs required to maintain adequate standards of cleanliness and a reasonable standard of care of household furniture and supplies. It includes laundry soap, scouring powder, starch, bluing, matches, toilet paper, etc.; care and replacement of kitchen equipment, furniture, dishes, cutlery, household linens, bedding, curtains, window shades and linoleum.

Medicine chest supplies. These include band-aids, adhesive tape, absorbent cotton, antiseptic, hot water bottle and clinical thermometer. Cost of special medication is not included.

Laundry. This item represents a per capita cost for finished flat work and shirts.

Rent including heat. In discussing board rates with prospective foster parents, it has been found that they consider rent as real a cost as food and clothing, particularly since the child is not confined to one room but uses the whole house. Sometimes the acceptance of the child does involve moving and an increase in rent. Another factor encountered, particularly during the present housing shortage, is that rooms can easily be rented at rates higher than the

amount allowed in this schedule. An examination of the practices of boarding agencies in other cities and counties revealed that rent is commonly included as a legitimate item in computing the board rate. Because of all these factors, the Committee recommends that the board rate paid should include the child's share of the rent.

The wide scattering of boarding homes in the five boroughs of New York City and rural counties complicated the determination of an exact rent item. The Committee made a sampling of rents paid by the boarding families of four large agencies. The median rent with heat, for a family of four in the case of three of these agencies, including city, suburban and rural homes, was about \$40.00 a month. In the case of the other agency, the median rent was higher because of the greater proportion of city homes. It was agreed to use \$40.00 as a basic rental rate for housing a family of four, including one foster child, and to allow one fourth or \$10.00 for the child's share of the rent.

Personal incidentals. Allowance for this item was determined by the agencies themselves out of their experience in caring for children. It includes haircuts, toilet supplies, tooth brush, powder, comb, nail file, cosmetics, sanitary supplies, baby oil, nipples, bottles, etc. Shoe repair and dry cleaning are not included here, and should be added to the clothing cost.

Social and educational activities. This item includes small school incidentals, church and recreation. Recreation here means the sharing of family life—excursions, home amusement, its usual play materials, equipment, magazines, etc. This is exclusive of the spending allowance which the agency provides for the child to cover the cost of gifts and personal recreation.

Unallocated allowance. The modes of life of boarding families naturally represent many different scales of living which require higher expenditures than are listed above and which cannot be standardized. Neighborhood standards also affect family life, its clothing, food, recreation and social expression.

Recognizing that these differences are usually assets, the Committee included an unallocated allowance item of \$6.00 to provide for such differences in costs, so that there can be no question of the child being a financial burden upon the foster family.

Special and extra allowances. Because the care of infants, pre-school children, physically handicapped, seriously emotionally disturbed children and children in temporary care, entails excessive demands on the foster family, an additional \$5.00 a month is recommended for these groups.

Interpreter's Column

The contributors to this column are invited guest writers who have had experience in interpreting various aspects of social work, and in promoting sound public relations.

AGENCY PRACTICE AFFECTS PUBLIC RELATIONS

Only recently have social agencies become aware of how much of their public relations, what the public knows, thinks, and feels about their services to the community, is in effect determined by their day to day practices and policies and by the work of each member of the staff.

While this statement refers specifically to the field of adoption, it is applicable to any social agency.—ED.

Newspapers and magazines in recent months have given much space to what they call "black market in babies." Some readers of these articles who never before thought about independent placements are concerned over what is happening to infants.

On the other hand how does the general public feel about trying to get a child from a social agency. "We'd like to be law-abiding citizens and we know the advantages of dealing with a social agency, but . . .;" "We've waited and waited for a baby;" "We can't even get an interview until next November;" "We made application six months ago and we haven't heard a word since;" "My husband is in the service and even though we're stationed here they think our residence is too indefinite." The individual complaints finally become a chorus asserting that social workers prefer to keep babies in institutions where the public has to pay the bill rather than to place them in good homes."

What can be done to promote better public relations?

Child-placement agencies can be more mindful of their relationships to the public, and clear in their philosophy that when they accept adoptive placements as a part of their function, they have a responsibility for all phases of adoption. Primary responsibility is, of course, to the child but there is also a responsibility to the adoptors. They have a right as citizens, taxpayers, and contributors—and also as just human beings—to expect that information concerning adoption will be made available to them within a reasonable period. Dead walls of silence are not conducive to good relationships. After an application is made, occasional friendly letters can help to make understandable the period of waiting for a child.

The matter of "closed intake" as an administra-

tive policy of an agency can be scrutinized carefully in relation to its effect on public approval of the whole social-welfare program. Has one agency, after agreeing to provide the adoption service for the community, the right to close its doors to prospective adoptive parents? Should this be done without a conference in which the State welfare department and the council of social agencies and all agencies affected take part in trying to find a temporary solution and to explore all alternatives? The staff of one agency when "closed intakes" was suggested to them as an opportunity for a breathing spell decided that they could find another solution even though it meant longer hours of work for them.

Closely allied to the problem of lack of time for interviewing adoptive parents is the inability of social agencies in some places to take babies for adoption because of the dearth of foster homes. A girl who is sent out into the night with her child becomes an easy victim for the independent placers.

Child-placing agencies can make sure that the person selected to interview adoptive parents is skillful at this particular task. Because people of all walks of life are seeking to adopt children, this worker must know how to deal with people who feel important as well as with the more humble. She must be imaginative and possessed of instinctive "good manners." She must understand what it means emotionally to a couple to be unable to have a child and to embark on the experience of seeking a child to adopt.

What the worker does in the interview is of vital importance if the prospective adopting parents are to go away satisfied—even though they have no assurance that a baby will be produced quickly for them. They should have the opportunity to "make their case" for a baby and to have their questions thoughtfully answered. They should have some understanding of the philosophy and procedures of the agency and know why certain things are done for the protection of all concerned. They should understand some of the problems that confront the agency—for example, why a child is not available immediately. They may even want to reconsider and decide not to take a child.

We may build the present interest of couples who are seeking children into a powerful force for the welfare of all children, but if the public is not skillfully met, we may reap the results for years to come in lack of support for our programs.

—MAUD MORLOCK

*Consultant in Social Service,
Children's Bureau, U. S. Department of Labor*

Board Member Column

WE STILL NEED FOSTER HOMES

WE are still at war, still fighting for democracy, for the principles laid down in the Declaration of Independence—the right to life, liberty and the pursuit of happiness. These are the fundamental and minimum privileges demanded by every American adult; privileges that adults can both protect and, in our fortunate state of society, with fair certainty of success, strive for.

Children, however—our children of America—are in a somewhat different position. Before the child can take his part in the body politic and seek for himself and protect others in obtaining and safeguarding these underlying principles, he must have protection and opportunity to mature amidst surroundings which will give reasonable assurance of such objectives.

This primary need of the child for protection, which means a stable home, affection and the sense of security, will in most cases decide whether the child becomes a worthwhile citizen free to enjoy his own wellbeing capable and willing to contribute during the years of adulthood to the community's wellbeing; or whether such child becomes emotionally warped and either a non-contributor or even a detriment to society.

The bottleneck throughout the nation today for the care and protection of the child whose own parents are unable to provide him a home is the finding of sufficient suitable foster homes so these children shall receive their birth-right, and the nation the benefits to be derived from a growing citizenry properly nurtured. The nation of tomorrow will be no stronger, spiritually, morally and physically, than its children of today. A generation of physically and emotionally ill-prepared children is not only a national, but a world hazard.

In America today there is a vast army of youngsters needing foster home care. These children are not the problem children, for these are cared for in a different group. They are babies, young boys and girls, who for one cause or another must receive home care outside their normal family circle. If some present problems, these are the by-product of the disturbing conditions under which they are presently living—problems which melt away when affection and reasonably intelligent attention are given to these children and their needs.

A sense of security, a consciousness of kindly re-

sponse to their constant groping for individuality through experimentation with environment, and the enjoyment of reasonable necessities are all these children require to return to the foster parents that spontaneity of affection, that loyalty of demeanor, and that unbounded faith which characterizes the young and which brings immediate dividends to the adults involved.

All this cannot be procured for nothing. We pay in toil, discouragement and at times a sense of futility for that which we accomplish. The reward, however, is in part the response of the children themselves and in part the realization of the contribution being made to the community and nation at large. It is interesting to note that our government so values the services of the foster parent that when about a year ago it was considering recognizing the war-time value of certain civilian work by awarding badges to those who had completed a certain number of hours of essential work, it was the intention to include foster parents among the "essentials." The fact that the entire plan was scrapped does not lessen the significance of the intention to so honor foster home care.

The members of boards of our constituency must obviously feel that they, too, have a responsibility in regard to this acute problem of finding foster homes. Among the many members there may be those who, after giving the matter careful consideration, can actually open their homes to these children who so need the type of care which could thus be given. It must be remembered that foster homes are not confined to any social or economic area. At a recent rally to arouse interest in the subject, held at Newark, New Jersey, one of the most moving speeches in praise of this work, both from the standpoint of what it does for the child and what it does for the foster parents, was made by a principal of one of the larger high schools located in northern New Jersey. While, perhaps, circumstances may make it impossible for many board members to actually take on foster "parenthood," so to speak, all board members have a very real responsibility in respect to the activity. Questions involving local procedure as to board rates and, still more important, proper staffing of local institutions to the end that adequate investigations under reasonable case loads can be assured, should be a preliminary protective policy of all child caring agencies through the boards which control the same.

—FRANK R. PENTLARGE

*Board Member, Family and Children's Society, Montclair, N. J.,
Treasurer, Child Welfare League of America*

The Case Record Exhibit—1945 Issue

NEITHER increased pressures, nor shortages of staff, nor illness, nor legislative sessions, nor the snows of a hard winter prevented *more than sixty* accredited member agencies of the Child Welfare League of America from contributing records to the 1945 Exhibit. Probably as many more agencies participated in the reading and selection of the records though we are not accurately informed on this point.

The members of regional committees who are near enough to each other to have lunch together at the drop of a menu would find it hard to imagine the problems of those other committees in assembling records when the individual members are states apart with hundreds of miles separating their various centers of activity. The chairmen from two of these regions have tried to tell us of these difficulties. "First of all," wrote one, "there are some difficulties which are inherent in our geographic situation since the agencies spread east and west from Shreveport, Louisiana, to Jacksonville, Florida, and north and south from Miami to Atlanta, Georgia." In spite of the thousands of miles involved a committee of five members from two of these states got together for one session. When the chairman of the region which includes Colorado, Kansas, Nebraska, North Dakota, Oklahoma and Texas found that Mohamet could not come to the mountain, she took the mountain to Mohamet. She and the former regional chairman went from Wichita to Denver to meet with the two agencies there. They had an opportunity to discuss not only the types of records which each agency would submit but the various ways in which the exhibit has and can be used. Even more important was the touching of hands, as it were, between agency staffs who often experience a professional loneliness because of their isolation created by the great distances which separate them.

A number of excellent suggestions have come out of the regional meetings with reference to both the assembly and circulation of the exhibit. Member agencies may want to contribute their ideas on some of these points or to add others out of their own experience in helping to create the exhibit and in using it.

From several widely separated regions has come the request that some of the sets of the exhibit be divided into the various types of service given so that for instance an institution might request those records having to do with institutional care. Or an agency which includes several types of service within its function might be making a special study of one

of these services and wish to use the records relating to that service. These committees believed the use of the exhibit could thus have a better focus while the remainder of the set would be available to others at the same time. If the League can work out the administrative problems involved, the plan seems sound.

This year, for the first time, the records which demonstrate the best we know in the different case work services to children will be selected to become part of a permanent exhibit. One region has inquired whether it would be possible to select particularly good records from the 1943 and 1944 exhibits to be part of the permanent collection. They believe that case work practice does not change fundamentally within a two or three year period and that for those years agencies would get a more adequate return on their investment of time and effort in preparing records for the exhibit.

And this comes from Honolulu: "In selecting records this year we tried to choose those which would reflect cultural patterns and show something of the inter-racial relationships so prevalent in the Islands, since we believe that people on the mainland might be particularly interested in our experience with various racial groups."

From many regional chairmen and from those who have carried responsibility for record exhibits in previous years have come interested responses on the change in the criteria. They believe that the more specific, less inclusive statement of criteria has been of help to agencies in selecting their records for presentation and also to the regional committees in reviewing them. As we move on from year to year it will be right for the criteria to be reviewed as our own thinking changes, but our experience this year has shown us that a statement of criteria alone is insufficient aid in selecting the records. Only as our common knowledge deepens and widens will we come closer together in our understanding of how we can best carry a professional responsibility for helping people. The project which this exhibit represents is one part of such a process; the use of the exhibit will be another part of it. I am sure that all of the members of the Regional Committees who have put so much into assembling this material feel it has been a valuable experience. For those whose participation must begin with the use of the records, it will prove to be of equal stimulation.

The exhibit is available on request to member agencies, free of charge except expressage, and to affiliates and associates at a fee of \$5.00 per week plus expressage.

—ELEANOR MECKLENBURG

National Chairman, Case Record Exhibit Committee
Rural Child Welfare Unit, Department of Welfare, Harrisburg,
Pennsylvania

Self-Government in Children's Institutions

THE changing concept as to the place of an institution in the program of care of children away from their own homes and the more enlightened concept of the rights and needs of children have found many an institution executive wondering how to meet the problem of helping children to develop practical democracy. The Children's Service Bureau of Shreveport, Louisiana, reports in a pamphlet issued in December of 1944 on the way in which self-government has been found to be one

"way of meeting the unrest of children bewildered by suddenly having more freedom than they could handle and half-frightened at finding themselves for the first time in open group rebellion."

In discussing some of the unique difficulties which arise out of this type of care, it is pointed up that:

"With the less intimate relationship between child and house-mother, the approval or disapproval of the adult often carries less weight in influencing a child's behavior than would be true in the more normal family situation. The punishment imposed by a housemother may seem harsher because it can feel so divorced from affection for the child. At the same time that a youngster may withdraw from real closeness to his housemother he can be exceedingly jealous of her and quick to accuse her of partiality. He is also disconcertingly aware of differences in various houseparents' ways of working. Consequently, little flexibility is possible, either in the granting of privileges or the imposing of penalties. The house-mother must be continuously aware of the group as well as of the individual, and there are times of real conflict between the best interests of the two.

"Along with the minimizing of adult approbation we are likely to see with youngsters in the institution an exaggeration of the importance of group approval. We find children breaking rules not because of hostility toward housemothers or resentment against their own situation, but because being 'good' would mean losing the respect of the group. The feeling of 'groupness' among the children, more apparent in older than in younger children and stronger in boys than in girls, is more or less constant. At times, especially when a group begins to feel, either with or without justification, that those in authority are unjust, inconsistent, unfriendly or weak, it is capable of crystallizing into typical mob behavior with individuals displaying more recklessness and more ruthlessness than any one child would be capable of alone.

"The housemother's job is further complicated by the kind of abnormal sensitiveness often found among the children. Any child who must accept the care of an agency may feel a sense of inferiority that makes him especially vulnerable to hurts. . . ."

In what way, then, may self-government be of help to the child in preserving the advantages of group living while lessening the disadvantages? This report proceeds to explain that the experience at the Children's Service Bureau indicates:

"It can provide a consistent, unified system of discipline which is easier for youngsters to accept. When children have had a part in making the rules and understand at the time of making why they are needed, penalties carry less of the quality of personal aggression. If, through having a voice in its operation, children can make the institution their own, they begin to have a feeling of responsibility for it, and when the group is willing to accept responsibility for itself, it is a much simpler matter to hold the individual responsible for his own behavior.

"Possibly of greater importance to the child, both immediately and for the future, is the opportunity self-government affords him to learn from first-hand, practical experience that only through restrictions is real freedom possible. And the person who can accept this concept has begun to understand the basic principles of democracy."

The pamphlet continues to describe the council structure and function. In addition, there are illustrations of situations for which the self-governing group took responsibility. A word of caution is well worth noting:

"However smoothly it functions a self-government organization cannot become a substitute for personal care and must not be depended upon alone to control a child's behavior. The impersonality of council must be tempered by warmth and understanding on the part of housemothers. It is not enough that a child be allowed to suffer the consequences of his bad behavior. He also needs to know occasionally the concern of his housemother and, especially when his difficulty in adjustment is expressing itself in struggle with the rules, needs to feel her support."

The material in this report is such that every institution administrator will want to become acquainted with.

Temporary Care

THE need for temporary and emergency care of children is acute. Committees in various communities have been at work defining the nature of the problem, the extent of the need and the possible ways of solving it. Because of the urgency of this need, both immediate and long-time plans are receiving consideration.

These types of care have been defined quite generally in the following way: *temporary care* is defined as placement needed by children who are already under the care of the agency or have been accepted for such care but who need a short term placement pending study of their need for more permanent placement or pending preparation of the children and/or their parents for permanent placement; while *emergency care* is short time care of children not known to the agency, and who because of a crisis in a child's family need immediate shelter.

We are advised that this problem has mounted in direct proportion to shortage of foster homes and diminishing institutional facilities, and in direct proportion to the war created instability of family life which reduced the possibility of emergency placement with friend or relative. The extent of need varies from time to time and from community to community. It would be helpful if we could arrive at some formula for estimating approximate need in communities of given sizes and under given stresses. There seems to be this much agreement; that emergency, detention care presents different problems from temporary care of children awaiting permanent plans, and separate facilities are therefore needed; furthermore, that emergency care is a public responsibility so that private agencies which are at present making such facilities available to prevent unnecessary suffering of children and their parents stand ready and committed to turn this responsibility over to centralized or other public detention facilities. However, temporary care should be an integral part of the program of the placement agency and therefore facilities for temporary care should be administered by each agency according to its need. This would in a measure insure for the child accepted for care, a consistent and continuous service. In addition, it is suggested that subsidized boarding homes offer the most satisfactory facility for temporary care. Because of the special strains on the home giving temporary care, it is necessary to pay a substantial subsidy as well as an adequate board rate. Despite subsidy, at present the cost of temporary care in a foster home is considerably less than the cost of similar care in an adequately equipped and adequately staffed institution. In either event agencies call attention to the need for vigilance lest temporary placement "drag

out into more or less permanent ones." This is an age old problem well known to those who administered study homes. It is pointed out that among the administrative controls essential for assuring that temporary homes will be so used is a case work staff sufficiently large and sufficiently skilled that children and their families can get the help they need in order to be able to accept permanent placement.

With reference to the cost of temporary and emergency care, the general practice in the payment for board, that is that foster families be paid as little as they would accept and yet be willing to take children, has operated to defeat in a measure the efforts to find subsidized boarding homes for temporary care, as it had the efforts to recruit long time foster homes. Among the experiences which confirm this view, is that reported by the Connecticut Children's Aid Society* when by increasing the board paid for infants from \$6 per week to \$10 per week there was an immediate flow of applications to board babies from which a substantial number of usable homes resulted. It is therefore recommended that serious and responsible plans for the development of temporary emergency facilities must include plans for an adequate subsidy and board rate.

The plan of the Foster Home Bureau of the Jewish Child Care Association of New York is described as follows:

A temporary home for babies must have facilities for four babies if it is to be subsidized, and is paid \$60 a month as a subsidy and \$35 per month per baby for board. In addition diaper service is available. The home is thus assured \$200 a month income for the care of four babies. Generally, such a home may have fewer than four babies for not more than a few days in any month. There are a few "baby temporary homes" that can take care of only one baby. Such a home is paid just \$35 per month for board. When a temporary home can care for two babies, it receives \$40 per month per child on the premise that more work is involved and the foster mother may need some help.

A temporary baby home is a home which stands ready to accept for temporary boarding care any baby at any time that the agency may need it. These are used for children from infancy up to three years of age. On occasion, if an infant has a sibling who is older—even up to school age—and there is reason for not separating the two, the older child will be placed with the infant in the baby temporary home. It is assumed that babies will stay in a temporary home for a period up to six months, preferably for a shorter period. In the temporary homes for older children placement is expected to be during a period of not over two months.

The temporary subsidized home for infants, that is, the "four baby" home, is a home in which an infant will not remain for more than a month. Occasionally the period is longer but a month is the general rule. This is in contradistinction to the other baby temporary homes, that is, the one or two infant homes, where a baby for whom plans are not yet certain may be placed for a period up to six months; when possible, for a shorter period. The basis for subsidizing a baby home that can take four children

as against homes that can accept only two, is that there is more work entailed in caring for infants and that that money can be used by the foster parent for additional service that she will undoubtedly need if she is to give as many as four babies the individualized care they need.

Temporary homes for the older children are not subsidized. Thirty-five dollars* a month is the board rate regardless of the age of the child. These homes are used for children for whom plans are in the process of being worked out. The foster parent of the temporary home is reimbursed, in addition to the board rate, for such additional expenses incurred, as for example, school supplies and certain household necessities for which foster parents giving long time care are not reimbursed. At present this agency also administers temporary foster homes used for detention or shelter purposes. These homes stand ready to receive at any hour any child who needs a temporary period of shelter. Again when the home has more than four children the agency pays a subsidy of \$40 per month and \$35 per child. No subsidy is paid to a home that can care for fewer than four children. In addition the home is reimbursed for such extraordinary expenses as the cost of excessive laundry, if a child is suffering seriously from enuresis or bowel incontinence. The family may also be reimbursed for breakage or certain other unusual damage to household equipment. This is done on a basis that since nothing is known about the children, the family are unable to take any necessary precautions against such exigencies.

The agency may know nothing about the children who need emergency shelter care and may take no responsibility beyond providing such shelter.

In these shelter homes the agency case worker supervises the foster mother and the placement, while the agency interested in the family may be continuing with any work with the family or child regarding some other more permanent plan of care. This shelter service was developed when public shelter facilities failed. As soon as adequate shelters under public auspices will be developed, and they are now in the process of being developed, shelter care as a service of this private agency will be discontinued.

The use of foster homes for detention and shelter care is not new, even under public auspices. In Erie County, Buffalo, New York, foster homes have been used for shelter and detention care for over twelve years.

The detention homes are respectively homes for white boys, with capacity for six; homes for white girls with capacity for five; homes for Negro boys with capacity for two; homes for Negro girls with capacity for two. Thirty-five dollars per month is the usual subsidy, in addition to the \$1.50 per diem payment for board, with the exception of the detention home for white boys in which the father of the home gives full time services and receives \$135 per month.

The program, policies and procedures and staffing of the detention service are more fully described in a pamphlet written by Judge Victor B. Wylegala entitled, "Use of Foster Homes for Temporary Detention of Children." It is available for the asking at the League office.

—H. L. G.

*See An Itemized Guide for Board Rates to Foster Parents, page 9.

BOOK NOTES

TODAY'S CHILDREN IN TOMORROW'S WORLD, A Report of the Second Conference on Childhood and Youth in Wartime, Los Angeles, California. Pamphlet, Price 75 cents.

This interesting report of the second Conference on Childhood and Youth in Wartime held in Los Angeles in September, 1944, emphasizes that for some it is already postwar and we must "stop telling young people they are the citizens of tomorrow and start acting as though they were—as they are—citizens of today." The conference heard from outstanding representatives of various fields who dealt with child development and care in its mental, physical and spiritual aspects.

Extensive recommendations were made to be worked on during the next two years by a Continuing Committee of the Conference. These recommendations pertained to the fields of family and child welfare, education, health, group work, recreation and youth activities, prevention of juvenile delinquency, housing, needs of minority groups and such general subjects as tax rates, publicity and volunteers.

The importance of the family as a stabilizing influence in the life of the child was brought out in many ways. Due to the present war situation many children have been deprived of such a stable family situation and this will undoubtedly mean additional problems in the future.

It was repeatedly asserted that the schools occupy a strategic position both for a program of delinquency prevention and for dealing effectively with the problems of maladjustment while a child is still young enough to receive the greatest benefit from treatment. The changing social patterns which have been apparent in the last decade and the probable future trends bring out the need for the cultivation of elasticity in any individual's thinking, feeling and acting. The school should play an important part in this emotional and social learning process. A school case work program was advocated, as well as full use of school facilities all through the year and the seeking out of teachers whose personality fits them for work with children.

The recommendations regarding the program of the schools seem to give undue prominence to vocational training, a specific job program and occupational placement. This may be the result of the special importance given to technical training in the war period with less attention being paid to the more academic subjects.

The desire of children to participate in the war effort was praised but the danger of thinking that "they" too "are expendable" was discussed so that

they will not be so hampered by lack of education or exploitation that they will be unable to use the splendid heritage which our armed forces are fighting to preserve.

In the closing address of the conference Miss Whitton pointed out the fact that just 30 per cent of tomorrow's children are of the races of European and British culture and tradition, with 9 per cent in the U.S.S.R. Only about 5 per cent are found within the United States of America. Tomorrow we will live in a close-knit world and we must embrace the children of all other lands in our plans if we are to make the progress we hope for in civilization.

—I. EVELYN SMITH

Secretary, Division on Family and Child Welfare
Council of Social Agencies of Chicago

TIMOTHY-TICK-TOCK, THE PARTY DRESS, THE SLEEPY FOREST.
By Naoma Zimmerman, Ziff-Davis Publishing Company, N. Y.
1944. Price \$1.00 each.

Mrs. Zimmerman's statement of her purpose and plan invites curiosity to read these three charming children's books:

"This series is an outgrowth of my experience in child guidance work and my belief that books for the pre-school child could play a significant role in shaping the personalities of the citizens of tomorrow. Since the story book enjoys an easy access into the home, it has far-reaching possibilities as a medium for offering constructive values to the child during his impressionable formative years.

"Drawing upon my background, I planned a series of stories which I thought would be helpful to both the parent and the child in dealing with some of those everyday situations which so often give rise to friction.

"My aim in this series was twofold: (1) to make more meaningful and attractive to the child, some of those realistic demands with which he is daily confronted; and (2) to indicate to the parent, a sound approach.

"*The Party Dress* was written to forestall the error of over-stressing cleanliness. We do want the child to learn that "certain clothes merit special care" but this idea can be put across in a way that will not inhibit the child's entire freedom of expression and play.

"*Timothy-Tick-Tock* is an attempt to make the entire concept of TIME more understandable to the child. Since all children resent the restrictions imposed by the clock, TIME itself must be explained to the child before we can expect him to overcome his basic resistance to the clock, and to be receptive to routine and schedules, or to be at all interested in learning to tell time.

"*The Sleepy Forest* offers a mood and atmosphere which is conducive to relaxation and sleep. Parents are apt to forget that children sometimes need a little help in making the transition from the excitement of the previous hours to the quiescent state necessary for sleep. Not all stories which are read to children at bedtime have a quieting effect. This book was specifically designed for this purpose, and much thought and care went into the planning of the text and illustrations."